

**KANSAS CITY, MISSOURI
EMERGENCY
OPERATIONS PLAN**

**KANSAS CITY, MISSOURI
BASE PLAN**

September 2014

TABLE OF CONTENTS**I. PROMULGATION DOCUMENT****(See Preface)****III. RECORD OF CHANGES**

This document will be reviewed annually and/or after any significant event, incident, or exercise. Changes will be made as needed at that time. Changes in contact information or other items that do not alter the operating procedure will be made immediately and need not be recorded here.

Date of Change	Page #/Section	Name of Person Making the Change	Additional Notes

IV. RECORD OF DISTRIBUTION**(See Preface)****V. PURPOSE STATEMENT**

The Kansas City, Missouri, Local Emergency Operations Plan (LEOP) or “Plan” is intended to:

- A. Provide a framework to help minimize the loss of lives, prevent injury, protect property, safeguard the environment and preserve the local economy in the event of a disaster.
- B. Meet emergency planning requirements of the federal and state governments¹.
- C. Provide general guidance to City agencies and its partners in preparing for, responding to, and recovering from the effects of natural, man-made, and technological emergencies and disasters. Although the LEOP provides specific information on the emergencies and disasters that are most likely to occur, the plan is designed with an “all hazards” consideration whose principles can be applied to a variety of incidents and events.
- D. It outlines the overall manner in which an emergency or disaster will be managed by the City, including procedures to analyze the emergency situation, and to respond quickly, appropriately and effectively.

VI. SCOPE

- A. This Plan applies to all City Departments and Divisions and the Kansas City Police Department².
- B. This Plan applies to incidents and events of city-wide significance. It does not apply to daily incidents that are within the scope and authority of individual departments.

VII. GENERAL POLICY STATEMENTS

A. Duties During an Incident

The City will endeavor to utilize to the best of its ability available resources to manage an event, incident, catastrophe, or disaster in the most efficient manner possible. In providing emergency services, the City will remain unbiased and direct its actions toward the greater good for the citizens of Kansas City, MO. To attain that overreaching goal, the City will administer its resources and services to prioritize the following objectives:

1. Protect the life, health and safety of the greatest number of people.
2. Preserve public infrastructure that is necessary for the continuation of emergency services.
3. Preserve public and private property in a manner that supports economic activity and the general well-being of the public.
4. Protect the environment and historic assets.
5. Protect or supports pets or animals.

¹ This plan was specifically organized in accordance with the Missouri All-Hazard Emergency Planning Guidance, December 2012 and complies with Federal Emergency Management Agency's Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101, November 2010; however the general organization may differ.

² The Kansas City, MO, Police Dept. is not under the authority of the City of Kansas City, MO, but governed by a Board of Police Commissioners appointed by the Governor of Missouri upon which the Mayor of Kansas City serves as a member.

B. Suspension of Routine Activities and Availability of Employees

Although the City should make any reasonable accommodations to conduct normal business operations as needed, day-to-day functions that do not contribute directly to the disaster operation may be suspended for the duration of the emergency. During a declared emergency, the Mayor or the City Manager may completely close selected offices in order to insure employee safety or prevent the impediment of responders. Those City employees not otherwise assigned to emergency related duties may be reassigned to support the incident as needed.

C. Commitment to Nondiscrimination

All local activities will be carried out in accordance with 44 CFR 206.11 (nondiscrimination in disaster assistance). Further, it is City policy that no services will be denied to anyone on the basis of race, religion, national origin, age, sex, marital status, veteran status, sexual orientation or the presence of any functional and/or access needs.

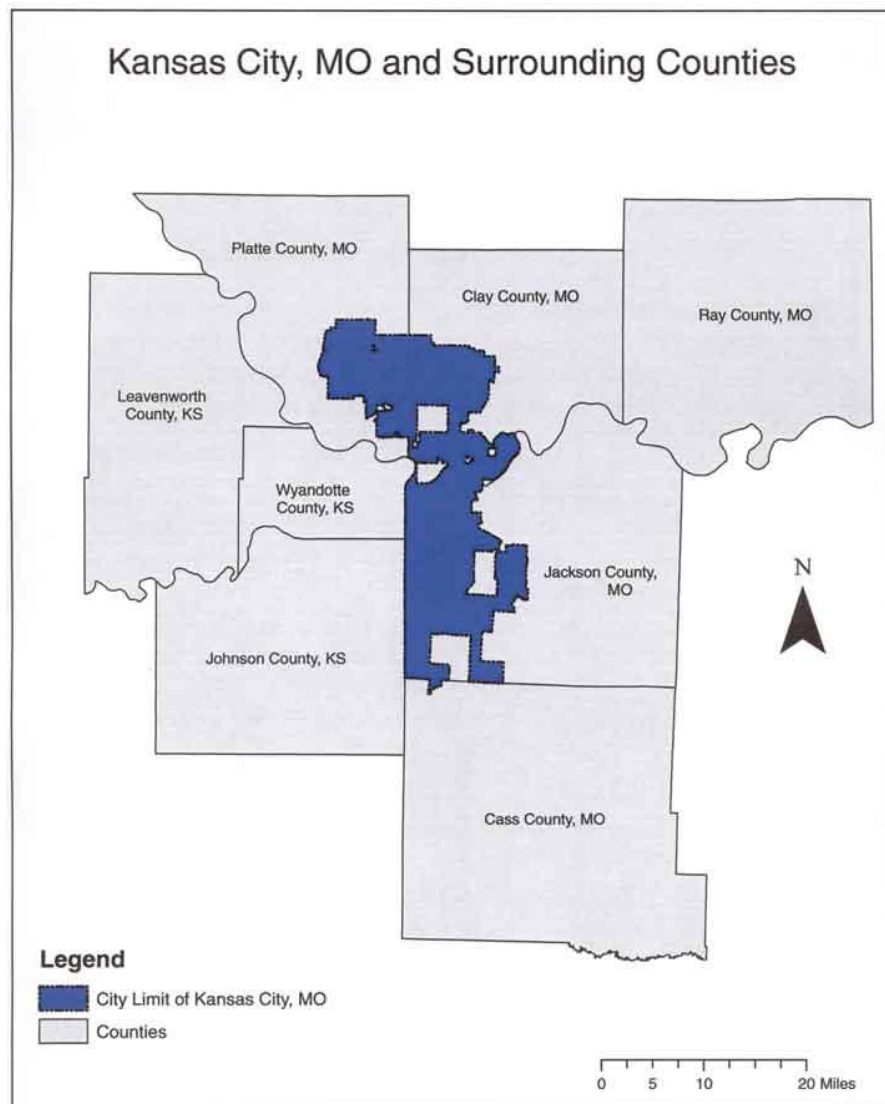
D. Conformance with the National Incident Management System (NIMS).

The City has adopted the NIMS as the foundation for all emergency operations. NIMS allows the City to integrate its response activities using a set of standardized organizational structures designed to improve interoperability between all levels of government, private sector and nongovernmental organizations (see **Annex A - Incident Command, Direction and Control** for specific information).

VII. SITUATION ASSUMPTIONS

A. Location and Size of Kansas City

Kansas City, Missouri is located on the western side of the State of Missouri. In total land area, Kansas City is ranked 13th largest nationally with 313.5 square miles. The majority of the City lies in the Counties of Jackson, Platte and Clay; with a small portion located in Cass County (see **Figure 1 - KCMO and Surrounding Counties**). The general terrain is moderately hilly with the Missouri River bisecting the city and numerous streams and creeks crisscrossing the city. In addition the Kansas River merges with the Missouri River at the border between Kansas City, Missouri and Kansas City, Kansas.

Figure 1 - KCMO and Surrounding Counties**B. Demographics****1. City of Kansas City**

Kansas City is the largest city in Missouri. Census data from the year 2010 ranks the City of Kansas City 37th nationally with an estimated population of 459,787. The average population density is over 1,400 per square mile. The 2010 Census counts 192,695 households, with an average of 2.33 persons per household. Kansas City has a diverse population estimated to be 59.2% Caucasian; 29.9% African American or black; 10.0% Hispanic; and 2.5% Asian.

2. The Kansas City Region

Located in the Federal Emergency Management Agency's Region VII (whose offices are located here) and the Missouri State Emergency Management Agency's Region A, Kansas City, Missouri, is recognized as a partner in the region combining with the four counties in which it resides as well as four counties in Kansas (Leavenworth, Wyandotte, Johnson, and Miami), and an additional county in Missouri (Ray) through the Mid-America Regional Council (MARC). This relationship permits partnering with other jurisdictions during disasters.

3. Functional and Access Needs Population

The term "functional and access needs" is used to characterize populations that may have additional needs in functional areas (for example but not limited to: communication needs, transportation needs, supervision/medical care needs, or lack of the ability to maintain independent living). According to a study performed by MARC for the Kansas City Regional Mass Evacuation Plan (2013), approximately 10.5% of the population of the Kansas City Region can be classified as having functional and access needs. Utilizing this figure, approximately 48,278 persons within Kansas City, MO fall within this category.

4. Economics and Commerce

Kansas City is an economic center for the Midwestern United States:

- a. Located at the juncture of four interstate highways (I-70, I-29, I-49 and I-35), four interstate linkages (I-435, I-470, I-635, and I-670), and 7 federal highways (US-24, US-40, US-50, US-56, US-69, US-71, and US-169), Kansas City is a major transportation hub.
- b. Kansas City is served by more than 300 motor freight carriers, including Yellow Corp., the nation's largest less-than-truckload carrier, which is headquartered in Kansas City. Kansas City is the third largest truck terminal in the United States. The trucking industry imports and exports nearly 1.5 million tons of freight in Kansas City.
- c. The second-largest rail center in the United States, Greater Kansas City is served by four of the country's eight Class I rail carriers, as well as three regional lines and one local switching carrier (Kansas City Terminal) responsible for nearly 780,000 tons of import and export cargo.
- d. Kansas City is connected via the Missouri river to the nation's inland water system and is served by seven barge lines; 41 docks and terminal facilities exist in the metropolitan area. As an important inland port, Kansas City ranks first in the country in Foreign Trade Zones' space. Nearly 380,000 tons are transported via

barge.³ There are two major airports with about 380 flights a day fly in and out of Kansas City International Airport and 200 flights a day from Wheeler (Downtown) Airport⁴.

- e. The City's central location and diversified transportation and storage facilities make it one of the nation's key business markets and the home of several major businesses. Kansas City is the headquarters of Hallmark Cards, Farmland Industries, Kansas City Southern Industries, American Century Investments, H&R Block, DST Systems Inc. Kansas City also hosts major manufacturing or regional offices for Sanofi, Inc. (pharmaceuticals), Russell Stover Candies, Harley Davidson Manufacturing Operations, , ,., Smith Electric Vehicles, and numerous others.
- f. Kansas City is a regional center of government. It is the regional headquarters for several federal agencies. The federal government is Kansas City's largest single employer maintaining a number of regional federal facilities, including a federal office building, federal courthouse, IRS processing center and Federal Reserve Bank.
- g. The Kansas City region is located between two major military installations. Fort Leavenworth, Kansas, approximately twenty-five miles northwest of the downtown core, is home to several Army activities including the 35th Infantry Division and the Army Command and General Staff College. Whiteman Air Force Base, Missouri, approximately 80 miles to the east-southeast of the downtown core, is home to the nation's only B-2 Stealth Bomber base (the 509th Bomb Wing) and the A-10 Thunderbolt of the 442nd Fighter Wing.

C. Hazard Assessment

Kansas City is known to have some degree of threat from a wide variety of disasters, but not all present a significant hazard to Kansas City. Utilizing the hazard/threat assessment conducted by the Mid-America Regional Council (from the Regional Coordination Guide, 2009), the following hazards were identified as imminent to the safety of Kansas City.

1. A Hazard Matrix⁵ was generated (see **Error! Reference source not found.**) to graphically show the estimated relative risk of all known risks. This matrix was then used to prepare elements of this plan, including the Evacuation and Transportation Services Plan, Hazard Specific Response Plans, and others.

³ Information is taken from www.city-data.com and www.kcportauthority.com.

⁴ Statistics obtained from website: Airport IQ 5010 – Airport Master Records & Reports.

⁵ Matrix was adapted from the MARC Regional Coordination Guide, Oct. 2009

a. Hazard: General Conclusions

The hazard matrix suggests that public perception may not match reality when it comes to risk. For example: terrorism may be perceived as a significant threat, however the threat of a significant attack is probably low. A greater threat to Kansas City may actually be from hazardous materials spills, particularly those occurring as a result of a train derailment. The number of trains traveling through Kansas City carrying hazardous cargo – plus the quantity of materials carried by each train – presents a considerable threat to the general public.

2. The Frequency and Vulnerability ratings were converted into numerical scores (Low=1, Medium=2, High=3), and those scores were added to yield a combined score for each known threat. Threats that had a combined score of 2-3 were rated low risk, 4 medium risk, and 5-6 high risk.
3. The known threats were then assessed in terms of the following factors:
 - a. Frequency (Probability) – An estimate of the likelihood (categorized as Low, Medium or High) a known threat will occur in Kansas City during any ten-year period.
 - b. Vulnerability – An estimate of the likelihood (categorized as Low, Medium or High) that residents and visitors are vulnerable to the probable impacts of a known hazard and the degree of effect of the hazard's impact. The vulnerability rating was adjusted to reflect an average person's ability to take reasonable and cost effective measures to reduce the impact of a disaster.
 - c. The values were taken from a survey conducted by MARC in with KCMO participated.

Table 1 - Kansas City, MO Hazard Matrix**H = High M = Medium L = Low**

	<u>Probability</u>	<u>Vulnerability</u>	<u>Risk</u>
NATURAL HAZARDS			
Drought	M	M	M
Earthquake	L	H	M
Epidemic/Pandemic	H	H	H
Flood (flash)	H	H	H
Flood (slow rising)	M	H	H
Prolonged Extreme Cold	M	M	M
Prolonged Extreme Heat	M	M	M
Severe Thunderstorm	H	L	M
Severe Winter Storm/Blizzard/Ice Storm	M	M	M
Tornado	M	H	H
TECHNOLOGICAL/HUMAN CAUSED HAZARDS			
Civil Disorder	L	L	L
Dam Failure	L	M	L
Enemy Attack	L	L	L
Hazardous Material Spill or Release (fixed facility or pipeline)	M	M	M
Hazardous Material Spill (transportation)	M	M	M
Major Fire (conflagration)	L	M	L
Mass Casualty Incident (structural collapse or transportation crash)	M	M	M
Radiological Material Spill or Release	L	L	L

H = High M = Medium L = Low

	<u>Probability</u>	<u>Vulnerability</u>	<u>Risk</u>
Terrorism (CBRNE)	L	H	M
Utility Disruption (power, water, phone; prolonged period of time or widespread)*	L	H	M
Wildland Fire	L	M	L

* Utility disruption from causes other than weather related incidents.

Identified Hazards in the Kansas City Area

1. Natural Disasters

- a. Drought - (National Weather Service) a deficiency of moisture that results in adverse impacts on people, animals, or vegetation over a sizeable area.

- 1) Kansas City has experienced many periods of drought but three of the most severe were the "Dust Bowl" drought from 1930 to 1936; the 1988-89 North American Drought; and most recently the 2012 to 2013 North American Drought.

- b. Earthquake - (United States Geological Society) a sudden slip on a fault, and the resulting ground shaking and radiated seismic energy caused by the slip, or by volcanic or magmatic activity, or other sudden stress changes in the earth.

- 1) Kansas City does not lie over any known fault lines; however two nearby faults have historically produced earthquakes that have affected the Kansas City area. The New Madrid Seismic Zone has historically produced the largest earthquakes with the 1811-12 New Madrid earthquakes of 7.5 to 7.7, the 1895 Charleston, Missouri earthquake of 6.6, and recently the 1987 Olney, Illinois earthquake of 5.1. According to the Missouri Department of Natural Resources website, a 7.6 magnitude earthquake along this zone would be felt and might produce light damage (cracks in walls) to Kansas City, but the biggest impact would be the intake of evacuees from eastern Missouri. To the west lies the Nemaha Uplift, or fault zone, that runs from Oklahoma City, OK, to Omaha, NE and has historically produced a number of magnitude 5.0+ earthquakes. As recently as 2011 there was an earthquake in Oklahoma that was felt here in Kansas City.

- c. Epidemic/Pandemic (or other contagious disease) - (Centers for Disease Control) the occurrence of more cases of a disease, injury, or other health condition than expected in a given area or among a

specific group of persons during a particular period. A pandemic is an epidemic occurring over a widespread area (multiple countries or continents) and usually affecting a substantial portion of the population.

- 1) Unlike antiquity, most modern pandemics center around flu viruses, which evolve every year. Although mostly non-fatal, flu viruses still account for temporary loss of workforce and disruption of vital services. The potential to become deadly is ever-present with four notable cases causing over a million deaths; Asiatic Flu of 1889, Spanish Flu of 1918, Asian Flu of 1957, and the Hong Kong Flu of 1968, with a notable recent pandemic: the Swine Flu of 2009 (although only confirmed 18, 209 deaths, it is estimated that up to a fifth of the world was infected and possibly 294,500 deaths).
- d. Flood (flash) - (National Weather Service) a flood caused by excessive rainfall in a short period of time, generally less than 6 hours
 - 1) Two devastating flash floods have occurred in recent history: the 1977 Brush Creek (aka Country Club Plaza) flood and the 1998 Kansas City Flash Flood. The former was the deadliest in Kansas City history claiming 29 lives and causing over \$100 million in property damage. The latter claimed 11 lives and estimated damages over \$50 million.
 - e. Flood (slow rising) - in contrast to a flash flood, slow rising floods have much more advance warning up to days before the event.
 - 1) The two most destructive floods that Kansas City has experienced were the 1951 and the 1993 floods respectively. Both were caused by excessive rains up river. The more recent 2011 flood did not cause as much damage for Kansas City proper, and was caused by excessive snowfall in the Rocky Mountains combined with record rainfall.
 - f. Prolonged Extreme Cold - defined by the U.S. National Weather Service as a "rapid fall of temperature within a 24 hour period requiring substantially increased protection to agriculture, industry, commerce, and social activities."
 - 1) Kansas City regularly experiences 7 consecutive days or greater where temperatures remain below freezing.
 - g. Prolonged Extreme Heat - the World Meteorological Organization defines a heat wave as "when the daily maximum temperature of more than five consecutive days exceeds the average maximum

temperature by 5° C (or 9° F).” See also **Hazard Specific Response Annex 2 – Heat Operations** for more information.

- 1) The most recent heat wave occurred during the summer of 2012 when thousands of records were matched or broken with temperatures exceeding 105° F in many places throughout the country.
- h. Severe Thunderstorm - (National Weather Service) a local storm produced by a cumulonimbus cloud and accompanied by lightning and thunder. Severe thunderstorms generally occur with very high wind and sometimes in batches clusters. Thunderstorms can also produce damaging hail and tornados.
- 1) Kansas City experiences thunderstorms on a yearly basis, and many are severe with some wind and possibly hail damage. From a historical perspective the storms recorded are the ones that produce devastating tornados.
- i. Severe Winter Storm (Blizzard, Ice Storm)
- 1) Blizzard – (National Weather Service) For a period of 3 hours or longer, conditions include sustained wind of 35 miles per hour or greater and considerable falling and/or blowing snow (i.e. reducing visibility frequently to less than a ¼ mile).
 - 2) Ice Storm – (National Weather Service) damaging accumulations of ice are expected during freezing rain situation. Significant accumulations of ice (1/4 inch or greater) pull down trees and utility lines resulting in loss of power and communication and make walking and driving extremely dangerous.
 - 3) The most recent blizzard was the “Groundhog Day” Blizzard⁶ of 2011 which resulted in a state of emergency declaration by the governor and Kansas City being under only its 3rd blizzard warning in history. In 2002 Kansas City experienced a severe ice storm that deposited 1 – 2 inches of ice resulting in an all-time record in power outages and \$28 million in damage.
- j. Tornado - (National Weather Service) a violently rotating column of air, usually pendant to a cumulonimbus, with circulation reaching the ground.
- 1) Two significant tornados have hit the Kansas City metro area: 1957 Ruskin Heights Tornado, and the May 2003 cluster of 4 tornados that stretched from Tonganoxie to

⁶ Although popularly referred to as the “Groundhog Day” Blizzard, it actually occurred over the evening hours of Feb. 1st and 2nd.

Liberty. The former killed 44 people, injured 531, and resulted in \$2.5 million dollars of damage (approx. \$21 million in 2013)⁷. The latter killed 1 person, injured 43, and caused approximately \$143 million in damage⁸.

2. Technological (human caused) Disaster

- a. Civil Disorder - a public disturbance by three or more people involving acts of violence that cause immediate danger, damage, or injury to others or their property.
 - 1) April 9th, 1968 Kansas City experienced a major civil disorder resulting in five deaths and over 145 fires over the course of three days of violence.
- b. Dam Failure – overtopping or collapse of a dam’s physical structure resulting in a release of a great quantity of water.
 - 1) Kansas City has over a hundred dams of various capacities with several having the potential for significant flooding requiring evacuation of a large number of persons. Although historically there has not been a failure within the Kansas City region, the aging infrastructure of these man-made dams is a concern.
- c. Enemy Attack/Invasion - entrance of an enemy armed force into a territory to conquer
 - 1) Due to its central location, Kansas City has not seen any hostile military action since the American Civil War.
- d. Hazardous Material Release (fixed facility or pipeline)
 - 1) Hazardous Material Release – Occupational Safety & Health Administration (OSHA) in 29 CFR 1910.1200 and GSA in FED-STD-313 define Hazardous Material as: 1) Chemicals which are carcinogens, toxic or highly toxic agents, reproductive toxins, irritants, corrosives, hepatotoxins, nephrotoxins, neurotoxins, agents which act on the hematopoietic system, and agents which damage the lungs, skin, eyes, or mucous membranes; 2) Chemicals which are combustible liquids, compressed gases, explosives, flammable liquids, flammable solids, organic peroxides, oxidizers, pyrophorics, unstable (reactive) or water-reactive; and 3) Chemicals which, in the course of normal handling, use or storage, may produce or release dusts, gases, fumes, vapors, mists or smoke which have

⁷ According to National Weather Service. “Ruskin Heights Tornado of May 20, 1957”.

<www.crh.noaa.gov/eax/?n=ruskingheightstornado>

⁸ Record of Tornado Outbreaks of May 4-10, 2003, National Weather Service Report, December 2003.

- any of the above characteristics. A release is from a fixed facility or pipeline.
- 2) The most recent event was the Chem Central fire in February of 2007 that resulted in the evacuation of a one mile radius around the plant and investigations lasting days. Fortunately the material released was determined to be non-toxic. There are numerous facilities within the Kansas City region that house hazardous materials.
- e. Hazardous Material Spill (transportation) - According to the Department of Transportation (DOT) a hazardous material is defined as any substance or material could adversely affect the safety of the public, handlers or carriers during transportation. A hazardous material spill can be from the numerous truck and rail transporters that travel through the Kansas City metropolitan area
- 1) Most Hazardous Material Spills are handled by the Kansas City Fire Department (KCFD) utilizing their own operating procedures without the activation of the emergency operations center. The Office of Emergency management maintains a situational awareness of these incidents in preparation, and has activated as in a tanker spill in November of 2009.
- f. Major Fire (conflagration) - an extensive fire that destroys a great deal of land or property
- 1) The worst fire causing loss of life in Kansas City's history was the 1978 Coates House Hotel fire resulting in damage to a major structure and loss of twenty lives and displacement of over 100 residents. In July of 1998 there was a seven alarm fire in the West Bottoms district that required much of Kansas City's fire fighting force, and the mayor declared a state of emergency.
- g. Mass Fatality Incident (structure collapse, transportation crash) - any incident that results in an overwhelming of the county coroner's immediate capacity to process deceased. For the purposes of this classification only those situations where the mass fatality incident is not supplementary to another hazard (ex. many people may die in an explosion, tornado, flood, etc.).
- 1) The most notable structure collapse related mass casualty incident was the 1981 Hyatt Regency collapse resulting in 114 dead and 216 injured – over 100 critically.

h. Radiological Spill or Release

- 1) Radiological Spill or Release – the accidental release of radiological material either from a fixed facility or via transportation nodes.
- 2) The nearest nuclear plants are Wolf Creek Nuclear Power Plant to the southwest in Kansas (approx. 84 miles), the Cooper Nuclear Station to the northeast in Nebraska (approx. 105 miles), and the Callaway Nuclear Power Plant to the east in Missouri (approx. 150 miles). All of these are well beyond the 10 mile plume and 50 mile ingestion exposure zones proposed by the Nuclear Regulatory Commission. Despite the low probability of a non-terrorist major radiological disaster, radiological material is transported via train and trucking through the KCMO metropolitan area. There are also a number of medical facilities within Kansas City that have required a response by Hazmat units in addition to calls to investigate radiological material used in seismology devices.

i. Terrorism (CBRNE)

- 1) Terrorism - Terrorism is defined in the Code of Federal Regulations as “the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives” (28 C.F.R. Section 0.85). CBRNE stands for Chemical, Biological, Radiological, Nuclear, and high-yield Explosives. The distinctions are as follows:
 - Chemical – use of chemicals that injure various tissues within the body causing incapacitation and/or death
 - Biological – use of either organisms or their by-products to cause widespread sickness and/or death
 - Radiological – any conventional explosive device that contains radioactive material for dispersion
 - Nuclear – any explosive device for destruction that utilizes nuclear material as its explosive component
 - High-yield Explosives – any device that utilizes conventional explosive material to cause destruction
- 2) Kansas City has not been the target of a successful act of terrorism in recent times although in June of 2013 the NSA director recently described operatives in the Kansas City,

MO area⁹. The Office of Emergency Management as recently as Sept. 2012 was activated to a level 1 (Monitoring) for a terrorist threat at the federal building, and the mid-west is not unfamiliar with terrorist acts as the Oklahoma City bombing of 1995 exemplifies.

- j. Utility Disruption (power, water, phone; prolonged period of time or widespread) - any loss of utility infrastructure that is widespread or persists for a significant amount of time. Nearly all utility disruptions within the Kansas City, MO area can be attributed to weather related factors (tornado, high wind, ice storm, etc.). Disruptions from other causes (human error, solar activity, etc.) are quite rare.
 - 1) While isolated areas can be disrupted for various reasons (break of a main line, transformer blow out, etc.), Kansas City has not experienced a major utility failure except from weather related incidents.
- k. Wildland Fire - defined by the National Wildfire Coordination Group as any non-structure fire that occurs in the wildland. Kansas City has many pockets as well as the outlying areas that classify as wildland.
 - 1) Kansas City has not in recent history had a significant wildland fire. Although "brush fires" occur with some frequency, the Kansas City Fire Department, assisted by the extensive roads throughout the area, have been able to quickly extinguish before they become widespread.

IX. GENERAL ASSUMPTIONS

- A. This plan is not designed to supersede standard operating procedures followed by individual departments for daily operations and routine incidents.
- B. This is an "all hazards" plan designed to provide a basis for response to any major incident or event.
- C. Kansas City is subject to a wide variety of emergencies and disasters that vary greatly in type, size, scope, duration, and can occur at any time (see the Hazard Assessment). When an emergency or disaster occurs, City officials will take the appropriate steps to respond to the incident, including the implementation of this plan, to reduce the loss of life and property and assist in expediting recovery and restoration.

⁹ Kimberly Dozier. Associate Press. "NSA Director Says Bomb Plot Against Wall Street Foiled; Cites Kansas City Connection." June 18th, 2013

- D. City resources and KCPD resources will be committed to meet disaster related needs, as appropriate. If these resources are insufficient to effectively respond to the emergency or disaster, the City will call for mutual aid, regional assets, state resources and federal resources (in that order).
- E. Kansas City will make every effort to provide for the whole community including those with functional and access needs. Included in this effort is participation in and consultation with the Mid America Regional Council's Mental Health and Functional and Access Needs Subcommittee and other advocacy groups and businesses, such as The Whole Person, Inc. Their expertise was regularly solicited and incorporated into this emergency operations plan.

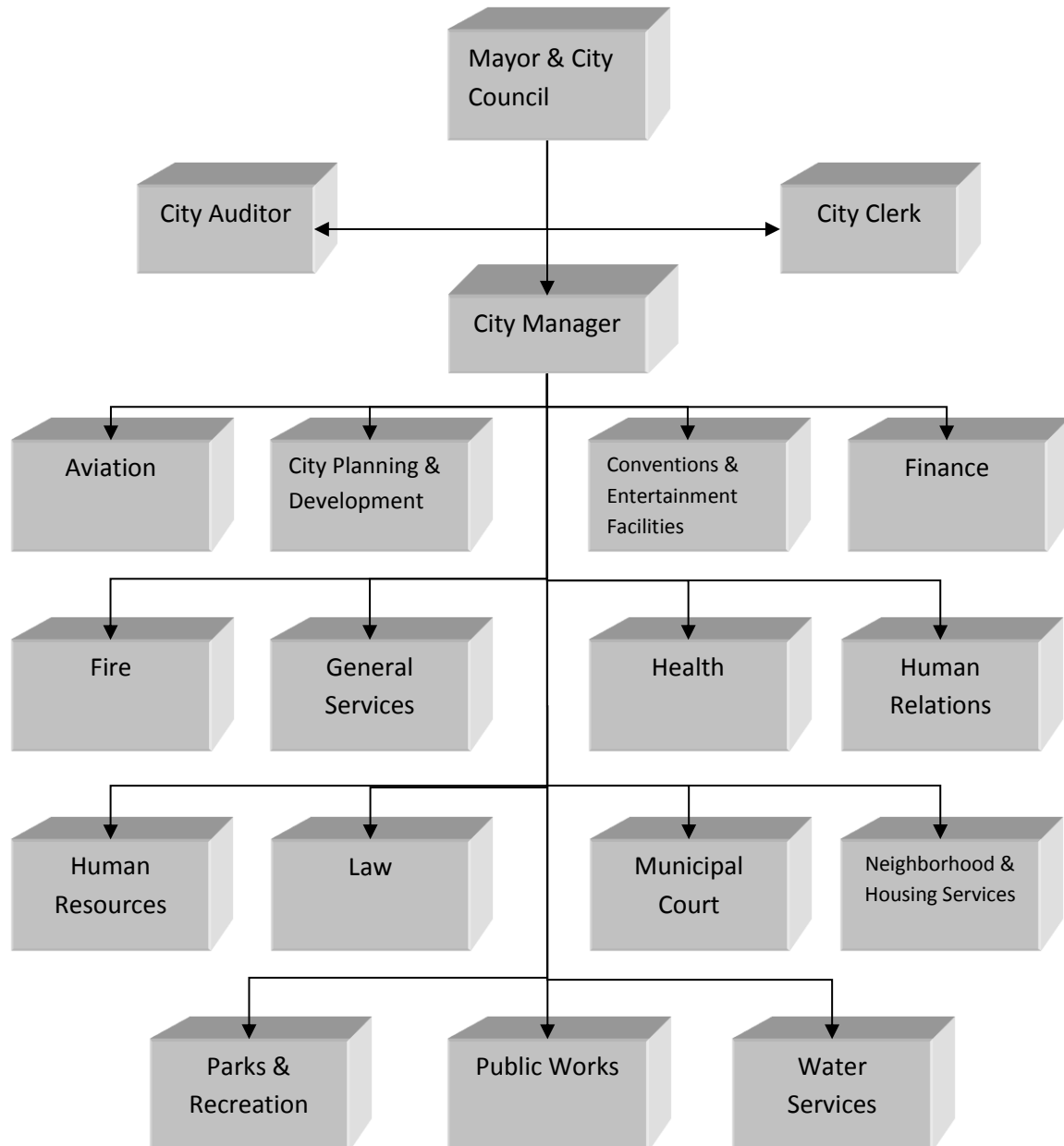
X. PLANNING ASSUMPTIONS

This Base Guide is based on the following assumptions:

- A. This Base Guide will be utilized in response to emergencies and disasters which require a combined, coordinated citywide response. An "authorized City official" will determine when this threshold is met. "Routine" emergencies will be handled in accordance with the policies and procedures of the individual departments.
- B. This Base Plan is intended to address foreseeable emergencies and disasters. It is assumed that this plan will be adapted, as necessary and appropriate, to address unforeseen scenarios.
- C. All operations (under the authority of this plan) will be managed in accordance with the National Incident Management System (NIMS), and the Incident Command System (ICS).
- D. The Emergency Operations Center (EOC) will be activated and utilized to manage major emergencies and disasters. If the primary EOC is not available, an alternate EOC will be established as appropriate.
- F. Departments serving in the EOC always retain their own authority, but work cooperatively to ensure efficient, coordinated emergency operations

XI. CITY GOVERNMENT STRUCTURE

Figure 2 - City Organization



A. Political Structure

The City of Kansas City has a council-manager form of government. The Mayor is the chief elected official of the City and president of the City Council. The City is divided into six council districts, and each district has two elected representatives (one elected from the district, and one elected at large).

Together the mayor and City Council are the legislative and policy-making body for the City. By City Charter, the City Council appoints the City Manager, the City Clerk, and the City Auditor.

B. Departmental Structure

1. The City is organized into Offices, Departments and Divisions. Some City Offices and Departments¹⁰ are mandated by the City Charter, and the remaining offices and departments are established by the City Council¹¹. Divisions are sub-units of an Office or Department.
2. The City Manager is the chief administrative officer, and the Office of Emergency Management is a division of the City Manager's Office. The Kansas City Police Department (KCPD) is an independent agency, governed by a Board of Commissioners appointed by the Governor of Missouri.

C. Emergency Management Structure and Mission

The Kansas City Office of Emergency Management (OEM) is located in the City Manager's Office, and reports directly to an Assistant City Manager. The Emergency Management Director (EMD) is hired by the City Manager, and manages a unit consisting of three coordinators (**see Figure 3 - Office of Emergency Management Organization**). The mission of OEM is to save life and property by taking reasonable measures to prepare for, respond to, recover from, and mitigate the effects of disasters. OEM has primary responsibility for:

1. Preparing, maintaining and activating the LEOP.
2. Coordinating response and recovery activities during a significant emergency or disaster.
3. Operating the City's primary Emergency Operations Center (EOC) and back up EOC.
4. Coordinating with other local emergency management agencies, the Missouri State Emergency Management Agency (SEMA), the Department

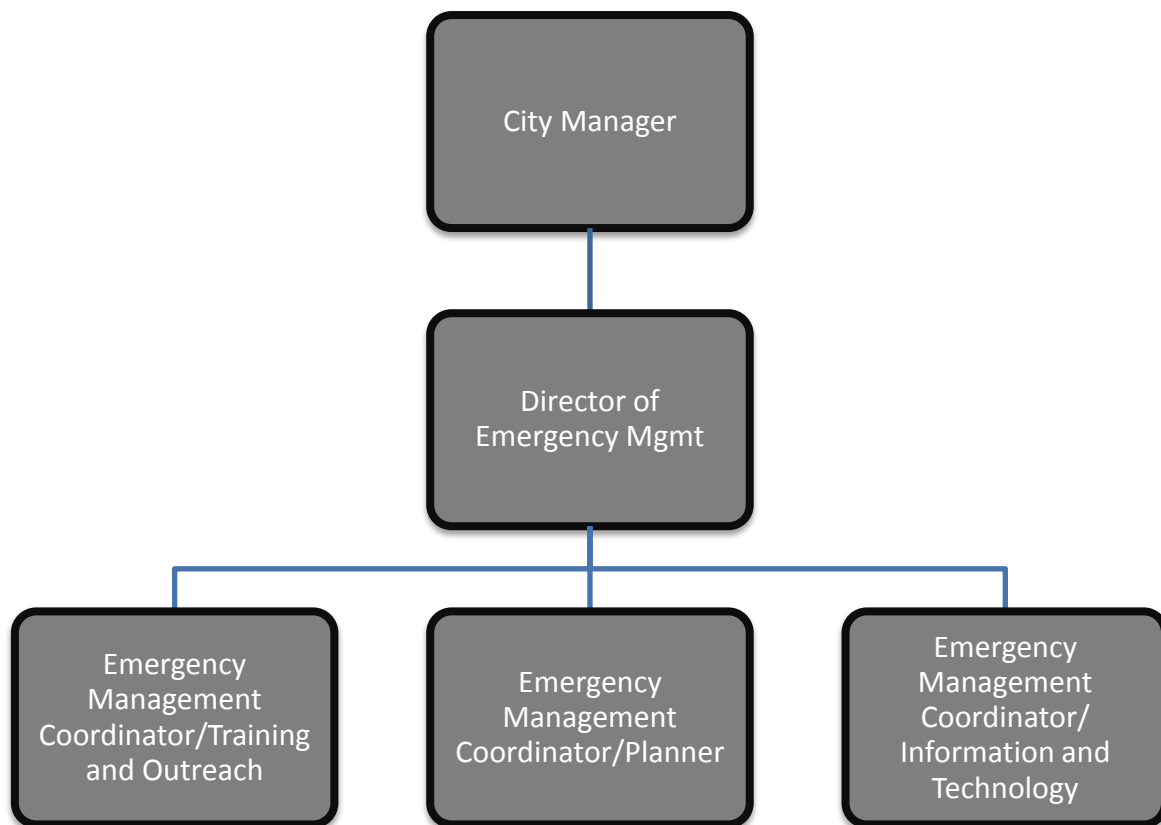
¹⁰ The City Manager, City Clerk and City Auditor are mandated by the City Charter, and are appointed by the City Council. Additionally, the following City Departments are mandated by Charter (appointed by and under the direction of the City Manager): Aviation, Finance, Fire, Health, Human Resources, Law, Parks and Recreation, Public Works and Water Services.

¹¹ As of the date of this Plan, non-Charter departments are: City Planning and Development, Convention and Entertainment, General Services, Human Relations, Information Technology, Municipal Court, Planning and Development, and Neighborhood and Community Services.

of Homeland Security and the Federal Emergency Management Agency, as appropriate.

5. Conducting emergency management related exercises and training for City personnel, and education programs for the general public.

Figure 3 - Office of Emergency Management Organization



XII. DEPARTMENTAL RESPONSIBILITIES

(In alphabetical order)

A. Aviation

1. Routine

The Aviation Department operates Kansas City International Airport and Kansas City Downtown Airport. The Aviation Department's mission is to provide outstanding airport services in a safe and cost-effective manner for the benefit of citizens, visitors, airlines and customers. The department

is an enterprise fund department of the City and is supported wholly by airport user charges.

2. Emergency/Disaster

Aviation facilities may be used to receive aircraft carrying emergency supplies and equipment, as the reception site for incoming evacuees, and as the reception and transfer point for medical evacuation. Wheeler Downtown Airport is the designated reception site for the National Medical Disaster System and for FEMA. Aviation Police may assist the KCPD with law enforcement duties.

B. City Clerk (Office of the)

1. Routine

The City Clerk's Office provides administrative, research and clerical assistance to the mayor, City Council, Silver-Haired City Council, Board of Trustees of City Trusts, the City administration and taxpayers. The mission of the City Clerk's Office is to provide quality customer service to the public, elected officials and City staff by providing effective processing, distribution and retention of information and official records.

2. Emergency/Disaster

The City Clerk's Office assists with the official processing of legal documents such as a Proclamation of a State of Emergency.

C. City Council & Mayor

1. Routine

City Council sponsors and passes city ordinances. The City Council can conduct internal investigations, appoint City officers (Auditor, Clerk, and Manager), represent their districts, and other duties as described in the City Charter. The Mayor is a voting member of the Kansas City Board of Police Commissioners.

2. Emergency/Disaster

In times of emergency or disaster, the Mayor and City Council shall conduct business as outlined under the above section unless such circumstances prohibit the conducting of normal business. Any member of the City Council may be called upon to conduct a press briefing. Such briefings should be coordinated with the City Communications Office. The Mayor also has the duty of declaring a State of Emergency for the City of Kansas City (see **Annex A – Direction and Control** for additional information).

D. City Manager's Office

1. Routine

As the city's chief administrator, the City Manager serves and advises the mayor and City Council, appoints most department directors, prepares a proposed annual budget for council consideration, and coordinates City operations and programs. The manager also sees that the ordinances of the City and applicable State and federal laws are followed and enforced.

2. Emergency/Disaster

In the event of an emergency, the City Manager (or designee) will assume general direction and control of all emergency resources and operations with policy guidance from the Mayor and City Council. (Section 4.1 of Administrative Regulation (AR) 1-04) Various divisions within the City Manager's Office will also assist the public providing an avenue to services and important information.

Certain sections within the City Manager's Department handle specific duties in an emergency as well as on a routine basis. Those sections are:

3. 311 Call Center
 - a. Routine
The 311 Call Center is the central point of contact for City services. The public can utilize a variety of methods to contact the Call Center and receive information, request a service, express concerns, or be placed in contact with other city departments and officials.
 - b. Emergency/Disaster
The 311 Call Center will assist in providing information and assistance to the public that calls into the center.
4. City Communications
 - a. Routine
The City Communications Officer provides a variety of public information services to City departments and the City Council. The primary function of City Communications is to prepare and disseminate information directly to the public and via diverse media sources.
 - b. Emergency/Disaster
The City Communications Officer and staff provide public information and warning services in the Emergency Operations Center if activated and may serve as the Joint Information Center lead.
5. EMS Medical Director
 - a. Routine
The EMS Medical Director is the primary source of day-to-day medical direction and clinical oversight of all aspects of the pre-hospital emergency medical services system. The EMS Medical Director works with the Fire Dept. in operating the City's ambulance and emergency medical technician program.
 - b. Emergency/Disaster
The EMS Medical Director will provide medical direction and clinical oversight for pre-hospital emergency medical services to disaster victims. The EMS Medical Director may activate the EOC in accordance with this Plan, may serve on the Unified Command

Team, and assists in the coordination of medical services with other elements of the pre-hospital emergency medical services system.

6. Office of Emergency Management (OEM)

a. Routine

The Office of Emergency Management undertakes pre-disaster planning, and preparedness activities, including training, exercises and public outreach in conjunction with other state and local emergency management agencies.

b. Emergency/Disaster

The Office of Emergency Management operates the City's Emergency Operations Center, coordinates disaster response operations, advises the City Manager and Mayor on the proclamation of a local state of emergency, conducts damage assessments, coordinates recovery operations, and serves as the sub grantee for federal disaster recovery grants.

B. City Planning & Development

1. Routine

The Department is the lead agency for both the physical and economic development of the city. It serves as staff to the Planning, Zoning and Economic Development Committee of the City Council, the City Plan Commission, the Board of Zoning Adjustment, the Landmarks Commission, and the Building and Fire Codes Board of Appeals. In these capacities the department reviews residential and commercial development plans, zoning and subdivision platting, residential and commercial building plans, public improvement plans, and provides all long range planning for the city.

2. Emergency/Disaster

The Department may provide staffing for the Emergency Operations Center; assures compliance with federal historic preservation requirements; assists with the identification of debris staging and other sites; and assists with the evaluation of damaged buildings.

E. Convention & Entertainment

1. Routine

The Convention and Entertainment Department is responsible for the daily management of several multi-purpose facilities, including Bartle Hall. The management of these facilities includes marketing, sales, event production and security, maintenance of the physical facilities, and state-of-the-art audio, video and internet services.

2. Emergency/Disaster

The Convention and Entertainment Department may provide large scale shelter facilities as an option of last resort. Additionally, department staff may serve in the Emergency Operations Center when required.

F. Finance

1. Routine

The Finance Department provides overall management of the financial affairs of the City so that public funds are equitably collected, effectively leveraged and properly utilized. These functions are carried out through five divisions: Administration, Accounts, Budget, Revenue and Treasury.

2. Emergency/Disaster

The Finance Department assist in receiving and processing disaster grants. Additionally, department staff may serve in the Emergency Operations Center to assist with processing and tracking finances for reimbursement.

G. Fire Dept. (KCFD)

1. Routine

The KCFD provides fire suppression, rescue operations, hazardous materials responses, fire prevention, fire investigation services and emergency medical services, both basic life support and advanced life support and pre-hospital transport.

2. Emergency/Disaster

In addition to routine services, KCFD assists with public warning and evacuation operations, emergency medical services to disaster victims, implements regional mass casualty plans, activates Fire/EMS mutual aid, and may serve in key roles in the Emergency Operations Center including the Unified Management Team, the Operations Section Chief, providing access control, and others.

H. General Services (GSD)

1. Routine

The General Services Department provides a number of services that enable other departments to accomplish their respective missions including servicing the facilities, overseeing the operation and maintenance of fleet vehicles, duplicating, purchasing, records management, employee safety, risk management, security, and managing all information and technology programs and systems.

2. Emergency/Disaster

The General Services Department may serve as the Logistics Section in the EOC and assists with obtaining supplies, services, material, and with emergency contracting; coordinates post disaster damage assessment for public facilities; facility access control, CCTV services and technology services, and submits post disaster insurance claims.

I. Health

1. Routine

The mission of the Health Department is to promote, preserve and protect public health. This mission is carried out through a number of programs and services including communicable disease prevention, chronic disease

prevention, health education, environmental health (food protection, industrial hygiene, etc.) and others. The Health Department is also responsible for the coordination of Bioterrorism preparedness efforts in both the Kansas City bi-state region and Missouri's designated Region A Local Public Health Agencies (LPHA).

2. Emergency/Disaster

The Health Department monitors public health threats and issues public health advisories and quarantines. The Health Department also requests and manages the federal government's Strategic National Stockpile which contains medications as well medical supplies. The Health Department also fulfills a support role to other agencies and functions covered under ESF #6, Mass Care, while fulfilling a lead role in ESF#8 Health & Medical. The Health Director plays a key role in the Emergency Operations Center, including advising on all health and environmental matters, and serving on the Unified Command Team.

J. Human Relations

1. Routine

The mission of the Human Relations Department is to ensure that all residents of the City of Kansas City, Missouri are free to exercise their economic, social and human rights. This is achieved through vendor certifications, contract compliance, business development, and civil rights enforcement.

2. Emergency/Disaster

The Human Relations Department may assist in recovery operations by identifying and certifying minority vendors, debarred contractors and related contract compliance.

K. Human Resources (HR)

1. Routine

The Human Resources Department is responsible for coordinating the recruitment and hiring of City employees, processing new hires and personnel transactions, administering the City's benefits and pension systems, providing educational and training opportunities to City employees, handling requests for reasonable job accommodations, overseeing labor and employee relations, equal employment opportunity issues, unemployment compensation, the City's drug and alcohol abuse policy and family medical leave programs, as well as a variety of other City-wide rules and policies.

2. Emergency/Disaster

The Human Resources Department may assist with hiring, staffing, resolving labor contract issues and similar tasks during the recovery phase.

L. Law

1. Routine

Office of the City Attorney provides legal services to the mayor, the City

Council, City Manager, boards, commissions and all of the departments of the City. The City Attorney is appointed by the City Manager to manage the legal affairs of the City. The Law Department operates through three general sections: City Prosecutor; Litigation; and Corporate Services.

2. Emergency/Disaster

In addition to routine duties, the Office of the City Attorney advises the City Manager and Unified Command Team regarding local and state law, and reviews and approves (for legal sufficiency) draft Proclamations of a State of Emergency and other emergency orders.

M. Municipal Court

1. Routine

The Kansas City Municipal Court is a limited jurisdiction court, and processes cases annually involving alleged violations of municipal ordinances. It is the largest municipal court in the state of Missouri with ten judges.

2. Emergency/Disaster

During mass evacuation operations, the Municipal Court may assist law enforcement agencies in processing the release or transfer of persons in custody.

N. Neighborhood & Housing Services

1. Routine

The Neighborhoods and Housing Services Department administers housing rehabilitation and redevelopment projects and social, rehabilitative, and neighborhood services, such as neighborhood preservation and code enforcement, animal control, abatement of dangerous buildings, community block watch and crime prevention, and weatherization and emergency repair programs. The Department also operates the tow lot and Regulated Industries (overseeing compliance of certain industries such as liquor, catering, adult entertainment, taxi cabs and salvage yards).

2. Emergency/Disaster

The Neighborhoods and Housing Services Department coordinates post disaster private sector damage assessment, oversees demolition of dangerous/hazardous structures, and may assist with the delivery of disaster recovery programs to the general public.

O. Parks & Recreation

1. Routine

The Parks and Recreation Department provides recreational, leisure and aesthetic opportunities for all citizens, and conserves and enhances the environment. The Department operates and maintains parks, recreation facilities, pools, boulevards, ornamental fountains and monuments, and 10 community centers.

2. Emergency/Disaster

Parks and Recreation shares the responsibility with Public Works and

Water Services for barricade placement at dangerous roads and bridges during emergency operations (especially flooding), clears snow and removes dangerous trees and debris from public property and the public right of way, and provides community centers and staffing for public shelters. The Parks and Recreation Department plays a key role in the Emergency Operations Center, including advising on infrastructure matters and may serve on the Unified Command Team.

P. Police Department (KCPD)

1. Routine

The Kansas City, Missouri Police Department is the City's primary law enforcement organization and is responsible for ensuring the safety and security of the citizens within Kansas City, MO.

2. Emergency/Disaster

The Traffic Division, Special Tactics and Response Division and the Law Enforcement Resource Center play key roles in the Emergency Operations the Operations Section Chief. These roles include coordinating all law enforcement emergency operations, cooperating with other City, State and Federal agencies and providing advice on matters of public safety, the Operations Section Chief, and as a member of the Unified Management Team. KCPD may also provide access control to the EOC.

Q. Public Works (PWD)

1. Routine

The Public Works Department operates many essential City services including recycling, trash collection, bulky item pickup, street maintenance, traffic sign and signal, street lighting and snow removal. Additional responsibilities include oversight of public transportation (Area Transportation Authority).

2. Emergency/Disaster

Public Works shares the responsibility with Parks and Recreation Department and Water Services for barricade placement at dangerous roads and bridges during emergency operations (especially flooding), assisting with removal of dangerous trees, debris, and snow from the public property and the public right of way, and maintains public infrastructure systems. The Public Works Department plays a key role in the Emergency Operations Center, including advising on infrastructure matters and may serve on the Unified Command Team.

R. Water Services (WSD)

1. Routine

The Water Services Department maintains and operates water collection, processing and distribution systems, storm water management and control systems and waste water collection and processing systems for residential and business customers in Kansas City and for wholesale customers in

the Kansas City region. The Water Services Dept. is also responsible for monitoring and maintaining the city's levee system.

2. Emergency/Disaster

The Department issues flood advisories to City forces, places barricades at dangerous roads and bridges during emergency operations (especially flooding), and maintains water and sewer delivery systems. The Water Services Department plays a key role in the Emergency Operations Center, including advising on infrastructure matters, operating the flood monitoring/warning system, maintains on-going contact with the federal/state/local/private agencies that monitor weather related forecasts advising the EOC on meteorological issues, and may serve on the Unified Command Team.

XIII. PLAN SUPPORT AND MAINTENANCE

A. Training

The Office of Emergency Management will establish a training program to familiarize key personnel with their roles and responsibilities under this plan.

B. Exercising the Plan

The Office of Emergency Management will establish and/or participate in exercise programs to periodically test the functionality and efficacy of the Plan (or elements of the Plan). This exercise program will comply with state and federal exercise requirements. At a minimum, the Base Plan will be exercised annually

C. Maintaining the Plan

The LEOP was prepared by the Kansas City Office of Emergency Management with input from other city departments. The Plan will be reviewed and amended on the following schedule:

1. This document will be reviewed annually and updated as needed. Major revisions will be presented to the City Council for approval.
2. Minor updates that do not affect the overall operating procedures (ex. contact numbers, asset reassignments, etc.) will be presented to the City Manager for approval on an ongoing basis.
3. The plan may also be reviewed following any significant incident or training exercise.

XIV. GENERAL AUTHORITIES AND REFERENCES

This LEOP and the emergency operations it discusses are based on local, state and federal law, regulations and policies. The following authorities and references pertain to the general basis and authority of emergency management and the LEOP. Additional authorities and references may be provided in subsequent Annexes, if they apply specifically to the subject matter.

A. Local and Regional

1. Charter of the City of Kansas City, Missouri
2. City of Kansas City, Missouri, Code of Ordinances:
 - a. Chptr 2; Article II; Section 2-49 – Order of succession of elected officials
 - b. Chptr 2; Article III; Section 2-82 – Acting City Manager
 - c. Chptr 2; Article III; Section 2-85 – Office of Emergency Management
 - d. Chptr 50; Article V; Section 50-155 – Issuance of Proclamation of Emergency; Powers of Mayor under a Proclamation of Emergency.
 - e. Chptr 50; Article V; Section 50-156 – Law Enforcement Powers of Mayor.
3. Administrative Regulation (AR) 1-04 – Disaster Procedures, 4-1-1997
4. AR 1-06 – Flood Stage Warnings, 4-1-1997
5. AR 1-24 – Disaster Documentation, 12-1-2005
6. City of Kansas City, Missouri Resolution #051271, Adopting the National Incident Management System Citywide (NIMS), October 13, 2005.
7. Regional Coordination Guide, Mid-America Regional Council (MARC), October 2009.

B. State

1. Revised Statutes of Missouri (RSMo), Chapter 44,– Civil Defense
2. Revised Statutes of Missouri (RSMo), Chapter 70, Section 70.837 – Powers of Political Subdivisions to Cooperate or Contract – Emergencies—public safety agencies may provide aid to other public safety agencies in state and bordering states.
3. Revised Statutes of Missouri, Chapter 292, Sections 600-625, “Community Right to Know”
4. Missouri All-Hazard Emergency Planning Guidance, December 2012.
5. Missouri Code of State Regulations, Title 11, Division 40, Chapter 4, “General Organization of the MERC”
6. Missouri State Hazard Mitigation Plan, July 2010.
7. Executive Order 05-42, establishes the NIMS as the standard for emergency incident management in the State of Missouri
8. New Madrid Seismic Zone Earthquake Joint State of Missouri and FEMA Region VII Response Operations Plan, February 2011

C. Federal

1. Federal Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended

2. Title 42, United States Code (USC), Chapter 68, Disaster Relief, Sections 5121-5204. Department of Homeland Security, Local and Tribal NIMS Integration, Integrating the National Incident Management System into Local and Tribal Emergency Operations Plans and Standard Operating Procedures Version 1.0.
3. SARA Title III, Emergency Planning and Community Right-To-Know Act of 1986, 42 U.S.C. Chapter 116.
4. Title 44, Code of Federal Regulations, Emergency Management and Assistance.
5. Homeland Security Presidential Directive (HSPD) – 5, Management of Domestic Incidents, dated February 28, 2003.
6. Homeland Security Presidential Directive – 8: National Preparedness, December 17, 2003.
7. Homeland Security Presidential Directive (HSPD) – 9, Defense of United State Agriculture and Food, dated January 30, 2004.
8. Target Capabilities List: Version 1.1, April 6, 2005
9. Americans with Disabilities Act (ADA), Title II, Part 35 - Nondiscrimination on the Basis of Disability in State and Local Government Services
10. Pet Evacuation and Transportations Standards (PETS) Act of 2006
11. National Incident Management System, March 1, 2004.
12. National Response Framework, November 2004.
13. Comprehensive Preparedness Guide (CPG) 101, Version 2.0 FEMA November 2010
14. Guidance on Planning for Integrations of Functional Needs Support Services Guide in General Population Shelters, May 2010